

In the Cause of
Kalima Jenkins, et al.
vs.
State of Missouri, et al.
Case No. 77-0420-CV-W-4

**Report of the Desegregation Monitoring Committee
for the period July 1, 1992 - June 30, 1993**

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EXECUTIVE COMMITTEE REPORT TO THE COURT FOR YEAR VIII

LRMP RENEWAL PROCESS

DMC activity during the first and second quarters of the year primarily focused on the LRMP renewal. Extensive subcommittee hearings and review of documents were undertaken.

Unavoidably, the DMC identified concerns very early in the process. It was clear from the manner in which initial planning was conducted that the renewal plan was not intended to be a "bottom-up" process. Broad-based task forces, created in prior years specifically to contribute to the renewal, were not included in the planning process. Site-based personnel were not fully informed of proposed changes in programs or budgets, and community input was not sought or welcomed. It was largely due to the closed nature of the planning process that the Joint Review Committee (JRC), composed of Budget and Education Subcommittee members, determined that a public forum was warranted in order to gather information relative to community perception of the plan. Immediately upon release of the initial draft of the LRMP renewal, it was clear that the lack of inclusion of needed stakeholders in the planning process would be a defect which could not be fully rectified. Although some changes were made as a result of objections from schools, patrons and parents, the renewal, with very little exception, was not adequately embraced by the persons charged with its implementation nor KCMSD education consumers. KCMSD held public meetings after release of the first draft of the plan; however, there was minimal dialogue at these meetings, as persons were literally speaking to court reporters at various locations throughout the city.

Defects in the renewal were further demonstrated by such things as the reduction of personnel and budgets without meaningful discussion and a clear understanding of their impact on successful programs. This was most evident in proposed cuts for the 1986-87 magnets, which resulted in both the DMC and Court receiving hundreds of protest letters. Patrons and site based KCMSD personnel persisted with efforts to maintain the quality of those programs and opposed the budget cuts. Had the KCMSD been serious about the input of affected parties during the planning period, something workable and innovative may have emerged.

Objections also were raised to proposed new themes which, despite some theoretical attractiveness, clearly did not have any semblance of an implementation plan, employee recruitment plan, or a workable staff development plan. Again, the plan appeared to have been composed in a vacuum with no regard for persons actually required to deliver the new product to KCMSD school children.

The subcommittee process further revealed that there was a growing consensus among committee members that with the limited "bottom-up" planning and establishment of numerous new themes without proper implementation procedures, the KCMSD would be quickly overwhelmed and current successful magnet programs would be at risk. (A glimpse of this was provided late in the year, although presented in its renewal plan and approved by the Court in April, KCMSD, as late as July, had not determined fundamental aspects of implementing the expansion of Lincoln College Prep, including staffing, whether or not the existing administrative leadership at Lincoln College Prep would also head the expanded program, class scheduling, and no notification had been formally provided to parents. It was only after several meetings initiated by the DMC that KCMSD began to vigorously address these issues).

KCMSD's plans for magnetizing all schools was not embraced by a significant portion of the community or the DMC. Acknowledging that the non-magnet elementary schools are in dire need of attention, the committee concluded that a lack of resources, recruitment, inadequate academic performance, and poor facilities were a primary cause of continuing racial isolation at those schools. It was the position of the DMC that these issues might somewhat be remedied without the imposition of unwanted elementary magnet themes at this time. The DMC believed then and does now that KCMSD should immediately focus efforts on improving non-magnet schools and struggling magnet themes which continue to be at risk.

It was the DMC's unanimous decision not to support the LRMP renewal proposal. As has been publicly stated, the DMC believes that meaningful desegregation can be achieved in the KCMSD; however, the proposed renewal plan for 1993-94 was not believed to be the mechanism which would move the Court's efforts forward. The DMC, between November and April, and within the language of the LRMP renewal motion, suggested that KCMSD come forward with proposals to move ahead on matters which were not in controversy, i.e expansion of Lincoln College Prep, addition of a Montessori school, etc.; however, the District did not choose that option, apparently relying on an all or nothing posture.

Finally, the DMC must report to the Court that throughout the LRMP renewal review process, the KCMSD was far from forthcoming. Information was presented so as to prevent full disclosure, and much of the information was biased to such an extent that it lacked credibility which, unfortunately, seems to be a trend that has persisted throughout the tenure of the present administration.

BUDGET SUBCOMMITTEE REPORT TO THE COURT FOR YEAR VIII

INTRODUCTION

Year VIII has seen the Kansas City, Missouri School District (KCMSD) continue a disturbing trend in its management of the desegregation program: the District continues to ignore major responsibilities, knowing that the Desegregation Plan will bail them out. The District has failed to provide even Step increases for teachers for the last four years (let alone pay raises), yet District administrators frequently get "pay raises" in the form of new job descriptions, promotions, or consulting contracts. The badly needed pay raises are left to the Court to order. (It is noted that the Court did act to somewhat remedy the compensation issue for teachers in the district in June 1993.) In one three-month period during Year VIII, 32 Central Office personnel received pay raises in excess of 10%, 14 of which were over 20%, and one was nearly a 100% increase. A position for a Director of Athletic Activities was created and filled in mid-April at a salary over \$67,000. School nurses have been cut because of budget constraints, yet the District applied \$3,000,000 for payment of its legal fees. The District finds money when it wants to, but can't find money if there is a reasonable chance the Court will provide it. The District appears to be much more interested in supporting its administration than in educating its children. *

The Desegregation Plan has provided hundreds of millions of dollars for new and improved facilities, but the District has done nothing to ensure proper maintenance for their upkeep over the years to come. The District will lose millions in operating budget dollars over the next two years as a result of no longer having sales tax income. Yet the District has failed to provide any semblance of a long range financial plan to deal with this concern, let alone the eventual end of the desegregation program. Hopefully, with the new Missouri foundation program and a probable influx of funds to the KCMSD, an adequate long-range financial plan will promptly be developed.

In a similar vein, the District is shifting expenses to future years, and income to current years in order to put off difficult decisions, despite the fact that the later decisions will be much more difficult. Financing operating expenses with refinanced bonds, restructuring pension payments so that they are very low now, but increase again in years to come, and collecting two years of direct costs now in order to put off the impact of the loss of sales tax revenue for another year are all examples of the problem.

Most of the Budget Subcommittee (BSC) recommendations from last year were not addressed by the District: they failed to establish a maintenance and reserve fund, a long range financial plan (see section below), and only began to develop direct cost measurement mechanisms after ordered to do so by the Court. Furthermore, the District has yet to undertake most of the "improvement opportunities" suggested by the DMC commissioned Deloitte & Touche Management Study from 1990. These

opportunities promised substantial savings for the Administration -- savings that could have gone to meet some of the many unmet needs in the District.

The District continues to underspend its desegregation budgets by substantial amounts: one case in point is Effective Schools funds of which three quarters into the year more than 40% of the funds remained unspent. This is particularly disturbing since this program is designed for implementation based on a specific plan for each fiscal year. This annual problem may be explained by reports from the DMC's Program Monitors that suggest that some schools quite literally have more than they know what to do with.

It should be noted that the District's tracking of its money continues to improve, and that the Purchasing Department's improvement has been a pleasure to see (see section below). Finally, the District should be congratulated for developing a plan to save several million dollars in the desegregation funds from the transportation budget by rescheduling bell times at some schools. The BSC would hope that the District keeps in mind that this savings was suggested by the BSC some time ago.

DIRECT COSTS

Despite repeated urgings by this committee, the District failed to establish mechanisms for the measurement of direct costs until the Court clearly indicated that future direct cost funding would be contingent upon such measurement of ongoing costs. Since that order, the BSC has urged the parties to work out a settlement on direct costs, because as much as \$1,000,000 per year of the eventual direct cost award would go for attorney and other professional fees. This did not appear to be in the best interest of any of the parties, taxpayers, or the patrons of the District. Fortunately, the State of Missouri and the KCMSD did reach an agreement on the direct cost issue, and the saving of attorney and accountant fees did occur.

LONG RANGE FINANCIAL PLAN

The District's reluctance to develop a long range financial plan is, perhaps, understandable. As long as it can be claimed that desegregation would be impossible without desegregation revenue, the District stands a good chance of keeping the money flowing. To the extent that the District ignores critical needs with its operating budget, the desegregation budget will cover the costs in order to ensure that desegregation remains possible. The sooner the District is capable of operating without the benefit of desegregation revenues, the sooner the District is likely to be weaned from them. This apparently is the line of thinking adopted by the District and, we believe, is short-sighted and destructive to the desegregation plan.

At this writing, the District has, at long last, prepared a long range financial plan (as a result of another court order). But the DMC has communicated to the District, that the plan is not adequate.

PURCHASING

The turnaround in the Purchasing Department since the DMC recommended and the Court ordered sanctions against the KCMSD's Purchasing Department has been nothing short of remarkable. From all accounts, for the first time in memory, supplies and textbooks were in schools on time and in an orderly fashion. Generally speaking, disputes over the fairness and efficiency of the Purchasing Department have virtually disappeared. The District should be commended for addressing and solving what had been a chronic problem in their administration for many years.

SITE LEVEL INVOLVEMENT IN BUDGET PROCESS

Another chronic problem within the administration of the District is a lack of site level involvement in the budget process. Although the Budget Office claims that the site level administrators have all of the information necessary to develop and track their budgets, either these claims are untrue, the site level people are inadequately trained, or the administration fails to impress upon the site level people the importance of accountability to budgets. Whatever the cause, site level understanding of and accountability for budgets is sorely lacking. This issue is important when it comes to assessing needs and developing plans for addressing those needs from the bottom up, as called for in the desegregation plan. If site level administrators are not aware of available resources, it is unlikely that they will be able to realistically address problems at their schools.

During the current fiscal year, DMC monitors have submitted written survey reports on their visits to a number of individual schools at which time they interviewed the administrative personnel, staff, students, non-administrative staff, and SAC members. They also spent time observing what was taking place within the classrooms. These survey results, support in many respects the contention of the BSC that it is not more money that is generally needed at the schools, but better communications and support from central administration. Timely replacement, repair and maintenance of equipment, especially computers, is frequently mentioned. Building maintenance appears to be a developing problem. Almost all schools appear to have adequate resources, materials and equipment, with the exception of the non-magnets, necessary to carry out the educational program.

JOINT REVIEW COMMITTEE

The Joint Review Committee (JRC) continues to review budget transfers and Effective Schools plans. This year, for the first time, the JRC insisted on five parental signatures for approving most Effective Schools changes, and the change in policy obviously was viewed, in some cases, as another hoop to jump through. However, the JRC believes that the rule will, at worst, enforce some level of parental accountability for the site level plans and, at best, get more parents involved in the process.

The JRC continues to review budget transfers which cause modest changes in the court order only on a necessity basis.

RECOMMENDATIONS

1. The KCMSD should be required to begin a maintenance reserve program funded by operating and desegregation funds under principles of joint and several liability to ensure proper maintenance of the CIP investment made by the desegregation program.
2. The KCMSD should utilize direct cost and other funding to implement Deloitte & Touche type recommendations from the 1990 management study in order to improve efficiency and save money in the administration of the district.
3. The KCMSD should attempt to "downsize" its administration. It was the most top-heavy of the 15 studied by Deloitte & Touche in 1990, and certainly has not markedly improved since that time.
4. The KCMSD should be required to implement an acceptable long range funding plan.
5. The KCMSD should find ways to divert additional funding to non-magnet schools.
6. The KCMSD should be required to earmark some of the additional revenue it may receive under the revised School Foundation Formula to fund desegregation programs.

DESEGREGATION SUBCOMMITTEE REPORT TO THE COURT FOR YEAR VIII

In Year VIII, the Desegregation Subcommittee observed continued disturbing trends within the Kansas City, Missouri School District (KCMSD) which further convinced the subcommittee that it must once again report to the Court that progress in desegregation is far short of expectations, and that the accomplishments made within the KCMSD are not commensurate with the dollars expended. The question of whether desegregation is occurring within KCMSD was answered with a reported .6 increase in minority enrollment (from 74.2% in 1991-92 to 74.8% in 1992-93). This percentage of minority students is now higher than the percentage which existed when the plan was initiated.

DESEGREGATION TRENDS

Total Student Membership

<u>Year</u>	<u>Majority Students</u>	<u>Minority Students</u>	<u>Total Students</u>	<u>% Minority Students</u>
1985-86	9,611	26,840	36,451	73.5
1986-87	9,604	26,705	36,309	73.6
1987-88	9,172	26,257	35,429	74.1
1988-89	9,148	25,974	35,122	74.0
1989-90	8,785	26,065	34,850	74.8
1990-91	8,891	26,207	35,098	74.7
1991-92	9,297	26,701	36,007	74.2
1992-93	9,148	27,201	36,349	74.8

Source: Thirty-First - Thirty-Eighth Annual Reports on the Progress of Desegregation in the Kansas City Public Schools

The increase in KCMSD student population, from 1991-92, to 1992-93, does not provide an adequate explanation for the higher percentage of minority enrollment, as the KCMSD increased by only 342 students in 1992-93, compared to 909 in 1991-92.

The KCMSD has also increased the number of 90%+ minority schools by one. A review of the January 27, 1993 Student Census Count reveals that 10 traditional elementary schools and five magnet secondary schools are racially isolated when the 90%+ standard is utilized.

Ninety Percent (%) Minority Schools

<u>Year</u>	<u>Elementary</u>	<u>Secondary</u>	<u>Total</u>
1987-88	20	5	25
1988-89	16	5	21
1989-90	13	8	21
1990-91	11	5	16
1991-92	10	4	14
1992-93	10	5	15

Source: KCMSD 1987 - 1993 Student Census Counts

A comparison of 1991-92 and 1992-93 minority enrollment percentages also reflect only minimal decreases at the magnet elementary and middle school level. Increased minority enrollment is seen at the non-magnet elementary schools and at high schools, alternative and other special schools.

COMPARISON OF MINORITY ENROLLMENT PERCENTAGES 1991-92 AND 1992-93

	<u>1991-92</u>	<u>1992-93</u>
Non-magnet Elementaries	81.7	84.1
Magnet Elementaries	66.8	66.7
Magnet Middle Schools	77.2	77.1
Magnet High Schools	78.0	77.6
Alternative Schools	77.9	81.4
Other	76.0	77.0

Source: KCMSD January 29, 1992 Student Census Count
KCMSD January 27, 1993 Student Census Count

MARKETING AND RECRUITMENT

The KCMSD presented a 1992-93 marketing and recruitment plan which mirrored the 1991-92 plan, wherein advertisement was primarily contracted out. In-house staff monitored those contracts and implemented various other recruitment activities throughout the community.

The Desegregation Subcommittee previously informed the Court that KCMSD recruitment is now handled in a professional manner with high quality recruitment tools. Unfortunately, the Recruitment Division does not appear to have the necessary assistance in retaining students, and coordination between KCMSD divisions continues to be a difficult task.

It is acknowledged that persons responsible for recruitment in the KCMSD have a formidable task, however, the number of suburban and private students recruited and retained must substantially increase in order for desegregation to ever adequately occur in the KCMSD. The impact of retention is perhaps best demonstrated by a review of the number of non-minority suburban and private students recruited in the last three years (see chart). Between 1990-91 and 1991-92 the number of students recruited in this category increased by 170; however, between 1991-92 and 1992-93, the number of students increased by only 24. (It is also noted that KCMSD substantially lowered its goal for recruiting students in this category in 1992-93.) While it can be seen that KCMSD has improved over the three year period in recruiting non-minority suburban and private students it is also evident that retention is vital in order for the recruitment effort in this category to have an impact.

**KCMSD RECRUITMENT OF NON-MINORITY SUBURBAN
AND PRIVATE STUDENTS, 1990-91 - 1992-93**

	1990-91	1991-92	1992-93
Goal	1,000	2,100	1,573
Number Enrolled	545	715	739

Source: DMC Meeting Minutes, September 20, 1990 , Page 11
Consent Agenda Board Item I-1-A, June 1, 1992
New Non-Minority Application to Enrollment Status, November 1992 Recruitment
& Marketing Report

In last year's report to the Court, the Desegregation Subcommittee recommended that reliable non-minority retention and withdrawal data be collected and analyzed by KCMSD to assist in the implementation of procedures to maintain non-minority enrollment. This year, the DMC requested information regarding reasons for non-minority students leaving KCMSD in an effort to discern trends. It became obvious that KCMSD was not effectively acquiring such data despite the previous year's recommendation and the very substantial dollars provided by the Court for recruitment. The KCMSD had in place a cumbersome form which was only sporadically used and there was a lack of clarity regarding which central office division was accountable for monitoring use of the form and maintaining student withdrawal data. KCMSD had collected 1,228 withdrawal forms which it reviewed only after the request of the DMC. The information provided in the withdrawal form was so defective that KCMSD had no idea why 411 of the 1,228 students had left the District and could not even determine where the 411 students went after leaving the District. KCMSD has

given the DMC assurances that this process has been improved.¹ The Desegregation Subcommittee will continue to monitor this function in the coming year.

CAPITAL IMPROVEMENTS

The Desegregation Subcommittee must report to the Court that Year VIII also included at least one disturbing delay in construction. Renovations of the permanent facility for Robeson Classical Greek Middle School have been postponed for one to two years due to unabated asbestos. This delay will require the program to remain in temporary facilities not ideally suited for the Classical Greek theme and will, in all probability, cause substantial additional capital funds expenditures. This project, along with the Linwood Early Childhood Center (which also is delayed due to asbestos issues), again raises concern regarding the process utilized for management of capital projects.

The Desegregation Subcommittee continues to meet with the KCMSD and discuss steps taken to ensure quality service for the monies provided for capital improvements. The Desegregation Subcommittee intends to intensify its monitoring efforts in this regard, particularly since it anticipates that KCMSD will present the Court with a new filing relative to the long-range Capital Improvement plan and the impending expiration of the original Project Management Team (PMT) contract.

The Desegregation Subcommittee will also continue its monitoring of budget overruns and will work with KCMSD to refine reporting mechanisms on cost overruns and other CIP reports for the benefit of all involved parties in the coming year.

CIP BUDGET OVERRUNS

<u>School</u>	<u>Ordered Budget</u>	<u>CIP Budget Allocation</u>	<u>Anticipated Costs</u>	<u>Over CIP Budget</u>	<u>% Over CIP Budget</u>
Paseo Middle	5,605,163	5,605,163	6,447,087	841,924	15.0
Southeast Annex	899,973	899,973	1,048,664	148,691	16.5
Southwest High	9,451,793	9,451,793	11,317,455	1,865,662	19.7
Paseo/Shared Facility	16,707,339	16,639,625	20,033,791	3,394,166	20.4
East High	7,496,505	7,496,505	8,383,143	886,638	11.8
Southeast High	6,849,930	6,849,930	8,630,535	1,780,605	26.0
Van Horn	6,559,681	6,559,681	7,518,233	958,552	14.6
Westport Middle	5,327,597	5,327,597	6,644,924	1,317,327	24.7
Westport High	7,556,023	7,556,023	8,656,251	1,100,228	14.8

Source: KCMSD/CIP Budget Projection Report, July 9, 1993

MAINTENANCE

The Desegregation and Budget Subcommittees (BSC) have worked closely to address the DMC's concerns regarding KCMSD's ability to maintain new and remodeled facilities. The BSC has moved to actively track dollars and promised savings since KCMSD contracted with a private maintenance management company. The Desegregation Subcommittee has and will continue to monitor the quality of maintenance service in the district. However, the subcommittee must report to the Court that KCMSD, during 1992-93, has not been responsive or cooperative in issues raised by the subcommittee. This was demonstrated in September 1993 when the Desegregation Subcommittee raised the issue of pest infestations in KCMSD schools based on detailed information. KCMSD personnel denied any such problems. Several months later, subcommittee information proved to be accurate when the KCMSD was forced to endure what could be termed as a media circus surrounding the issue. KCMSD's explanation for not responding to the subcommittee's earlier warnings was that persons representing the KCMSD before the DMC were not aware of the problem at the time, although KCMSD acknowledged that other personnel were aware of the issue. This instance depicts two significant problems with the KCMSD and its implementation of the Court's plan: (1) KCMSD is not forthcoming with the DMC, and (2) communication within the KCMSD is fraught with difficulties that escalate manageable problems into unnecessary impediments to the desegregation effort. Granted, the KCMSD is subject to such great scrutiny that it receives a certain amount of what may be deemed unfair press; however, at times, the KCMSD places itself in positions that easily invite such treatment.

The Budget and Desegregation Subcommittees will continue to monitor maintenance functions to see that KCMSD moves toward a cost efficient and effective maintenance plan.

TRANSPORTATION

Transportation service has continued to improve this year. The Alternative Transportation Program (ATP) system initiated this fall appears to be service oriented. At one point in the year, however, KCMSD took children off the more economical bus transportation and placed them in ATP vehicles. The Budget and Desegregation Subcommittees questioned the cost effectiveness of this measure and recommended a resolution which would limit the number of vehicles KCMSD could procure without DMC approval. The subcommittee however will afford KCMSD flexibility in this area as is warranted and justified.

The Budget and Desegregation Subcommittees continue to press for a cost effective and service oriented transportation system, and persons with immediate supervision over transportation have worked with the subcommittees toward this end. A plan was developed by the Transportation Department to change bell times at 16

schools to effectuate significant cost savings. Initially, KCMSD administration expressed reservations about proceeding with such changes; however, it ultimately initiated the changes.

The subcommittees are obliged to note that since experienced, competent personnel have been placed in the Transportation Division, marked improvement has occurred. It is hoped that transportation will continue to move forward with refining cost and service.

MIDDLE SCHOOLS

In assessing whether desegregation is occurring in the KCMSD, one cannot avoid taking a long look at what may be an obstacle to sustained success -- KCMSD's middle schools. The quality of KCMSD's middle schools has been of increasing concern to the DMC, parents, students, and the community. It is clear that the middle schools are in a crisis stage and present a major impediment to desegregation in Kansas City. Even the KCMSD has acknowledged, through its proposed restructuring of them, that there exists a problem with the majority of its middle schools. It is noted that KCMSD has presented a proposal for reform of the middle schools which in and of itself is positive. However, having failed to recognize or acknowledge the importance of a bottom up process, the middle school proposal again lacks any parental involvement, perpetuates some aspects of unsuccessful programs, carries the possibility of resegregation on a classroom basis by tracking students, and does not ensure that site level administration and teachers will receive adequate preparation and assistance to successfully implement change. As the Court is aware, the DMC did not reject KCMSD's middle school proposals, but asked that concerns, including those listed here, be addressed.

Desegregative Attractiveness

Data reflect that the overall perception of students, parents, and the community is that KCMSD's middle schools are not good, as evidenced by students being withdrawn in the latter years of elementary school within the District.

A number of indicators support the belief that KCMSD's middle schools are not desegregatively attractive. This is clearly discernible by reviewing non-minority retention, recruitment, first choice request, academic achievement, and attendance.

Non-Minority Retention and Withdrawals

When considering non-minority retention, the numbers reflect a significant decrease in retention when comparing elementary and middle schools. Overall, total enrollment indicates that percentages of returning students decrease substantially after elementary school and rebound only slightly, in some instances, after middle school.

KCMSD Non-Minorities Retained
From September 25, 1991 to September 30, 1992

	ELEMENTARY	MIDDLE	HIGH
Total Non-Minority	77.8%	66.6%	69.3%
Non S/P* Non-Minority	79.1%	69.2%	69.4%
Total S/P	70.4%	49.8%	68.7%
Private	79.8%	69.4%	75.3%
Suburban	68.0%	41.4%	66.2%

*Suburban/Private

Source: KCMSD's Non-Minority Retention Report 1991-92 to 1992-93, December 15, 1992

Decrease in retention is not restricted to one group; all non-minority percentages drop significantly after the elementary level. Further, middle school percentages are drastically low in the Private and Suburban totals (a decline of 20.6 percentage points). Even though the retention rate increases at the high school level (18.9 percentage points for Private and Suburban students), they are still significantly below the elementary rate. The data strongly indicate that the problem is most serious at the middle school level, where parents and students, particularly from the Suburban and Private group, appear to be less inclined to be supportive of the KCMSD.

First Choice Request

All incoming 6th graders are required to submit an application to be placed in a KCMSD middle school. Reports from students and faculty, along with KCMSD data, reflect that for a variety of reasons a substantial number of students are not being placed in their program of choice.

Report of Middle School Applications and Enrollment by Student Choice

	<u>Enrolled 1992-93</u>			<u>Applied</u>			<u>In 1st Choice</u>			<u>In Other Choice</u>		
	MIN	NON	TOT	MIN	NON	TOT	MIN	NON	TOT	MIN	NON	TOT
Grade 6	2,031	728	2,759	1,976	705	2,681	1,090	513	1,603	562	102	664
Grade 7	2,029	589	2,618	605	258	863	138	115	253	42	15	57
Grade 8	1,970	541	2,511	605	200	805	138	103	241	38	9	47
Total	6,030	1,858	7,888	3,186	1,163	4,349	1,366	731	2,097	642	126	768

	<u>No Application</u>			<u>No Choice*</u>		
	MIN	NON	TOT	MIN	NON	TOT
Grade 6	55	23	78	324	90	414
Grade 7	1,424	331	1,755	425	128	553
Grade 8	1,365	341	1,706	429	88	517
Total	2,844	695	3,539	1,178	306	1,484

Source: KCMSD's Report of Middle School Applications & Enrollment by Student Choice, May 19, 1993

* "No Choice" refers to students in alternative schools, special education and other assignments which do not require the standard "full-choice" application.

Of sixth grade students, only 54% of minorities received their first choice and, 71% of non-minorities. In total, a little more than half (58%) of all 6th grade students enrolled, received their first choice theme.

This low number of first choice placements may also play an important role in issues relating to discipline. When students are not placed in their school of choice, the possibility of refusal to participate in the theme is greater. Teachers have reported that students need to be greatly motivated in order to excel and, if they do not "buy into" the theme, their disinterest can develop into increased disruptions in classes, poor attendance, and poor academic achievement.

Academic Achievement

In June of 1993, the State Department of Elementary and Secondary Education conducted an assessment of the KCMSD under the new assessment procedures of the State Board of Education. As a result of the review, KCMSD was given only provisional accreditation. The report and resulting provisional accreditation summarize many shortcomings within the KCMSD, ranging from failure to have properly certified persons in appropriate positions, to instructional deficiencies which demonstrate the unclear guidelines and implementation policies within KCMSD and which, in turn, may contribute to continued low achievement levels. Correspondingly, this lack of improved achievement most probably contributes to the poor desegregative attractiveness of KCMSD schools, most particularly at the middle school level.

The DMC has previously cited similar shortcomings as those enumerated in the State Board of Education's MSIP report in its past meetings with the parties, public and Court. The MSIP report only reconfirms long held beliefs that KCMSD is not accomplishing what it should with the considerable financial support it has received. Furthermore, while some improvements have been made within the District, middle school academic achievement has not been one. In fact, middle school achievement scores fall substantially below national norms and, in most instances, even large city norms.

The MSIP report affirms that the decline in student achievement levels was most significant in grades 6 through 12. Although the decline begins at the elementary levels, (mainly, at the third grade), as students advance from grade to grade, achievement of students begins to drop measurably, especially at the middle school level. This trend is not reversed as students move through grades 9 through 12. While large city achievement norms increase slightly from grades one through eight (1% in reading), the KCMSD has experienced a "decline" in this area by eight percentile points. This trend is also apparent in the other subject areas tested in 1993 (e.g. language, math, social studies, and science). Furthermore, KCMSD scores significantly drop after the 5th grade, while Large City Norms either improved (see **Language, Math, and Science**) or remained constant for both 5th and 6th grades.

1993 Iowa Test of Basic Skills & Test of Achievement Proficiency by Percentile GRADES 1 - 12

(National Norm = 50)

Grade	Reading		Language		Math		Social		Science	
	District	Large City	District	Large City	District	Large City	District	Large City	District	Large City
1	45	35	65	34	64	35	73	32	56	30
2	47	36	60	32	61	38	66	33	55	33
3	41	35	59	35	51	39	52	36	50	36
4	37	37	50	37	43	40	52	35	53	36
5	41	36	50	37	45	38	48	36	53	36
6	34	36	37	39	34	39	42	36	44	37
7	37	36	40	41	30	36	37	37	48	37
8	37	36	42	41	30	36	37	37	47	37
9	31	40	36	39	23	39	30	36	33	37
10	32	41	39	40	22	42	34	40	37	39
11	36	42	42	42	34	45	37	43	39	41
12	35	42	39	45	36	47	35	46	39	43

Source: Kansas City 33 School District School Improvement Review (MSIP), Page 83,85,86, May 17,1993 and, 1993 Kansas City, Missouri School District Achievement Test Results, July 27, 1993

The KCMSD 6th through 8th grade ITBS scores in Reading changed relatively little from 1992 to 1993. Sixth graders showed a slight improvement of .2 (two months), 7th grade scores showed no improvement from last year, while 8th grade scores declined by .2. Overall, KCMSD's scores were below national norms by .8 (eight months) for 1993.

For the remaining subject areas, achievement outcomes for middle schools were minimal or constant from 1992 to 1993 at the 6th grade level, and outcomes slightly declined or remained constant at the 7th and 8th grade levels in math, language arts, social studies, and science:

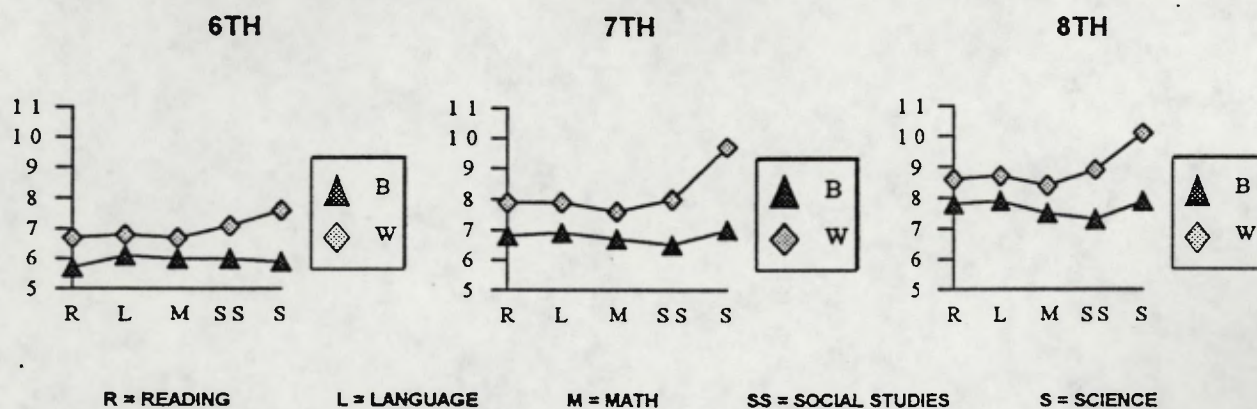
1992-93 Iowa Test of Basic Skills - Grades 6 - 8

GRADE	READING		LANGUAGE		MATH		SOCIAL STUDIES		SCIENCE	
	'92	'93	'92	'93	'92	'93	'92	'93	'92	'93
6th/District	5.8	6.0	6.3	6.2	6.1	6.2	6.3	6.3	6.3	6.3
National	6.8	6.8	6.9	6.9	6.8	6.8	6.8	6.8	6.8	6.8
7th/District	7.0	7.0	7.3	7.2	7.0	6.9	6.9	6.5	7.6	7.6
National	7.8	7.8	7.8	7.8	7.8	7.8	7.8	7.8	7.8	7.8
8th/District	8.2	8.0	8.3	8.2	7.8	7.7	7.7	7.7	8.4	8.4
National	8.8	8.8	8.7	8.7	8.7	8.7	8.7	8.7	8.7	8.7

Source: 1992 Kansas City, Missouri School District Achievement Test Results, July 10, 1992
1993 Kansas City, Missouri School District Achievement Test Results, July 27, 1993

When examining 1993 middle school ITBS scores of black and white KCMSD students, the results are not positive for the plaintiff class. In all subjects tested, black students fall behind white students by one year or more in most instances. The disparity between the two groups is most evident when analyzing the social studies and science scores. Of these two subject areas, science scores demonstrate the largest variance between black and white students; the 6th grade science scores differ by 1.7 (Black = 5.9 and White = 7.6), the 7th grade by 2.7 (Black = 7.0 and White = 9.7), and 8th grade by 2.2 (Black = 7.9 and White = 10.1). These scores are particularly disturbing considering that the three middle schools with Math/Science themes are heavily minority, for 1992-93 Bingham was 87.0% minority, Southeast 96.5% and Lincoln Middle 75.6%.²

1993 COMPARISON OF BLACK AND WHITE STUDENT ITBS SCORES



Source: 1993 Student Achievement by School, Grade, and Racial/Ethnic Code, KCMSD, August 9, 1993
(ITBS scores for individual middle schools and the corresponding ethnic breakdown are contained in Appendix A)

Attendance

Academic achievement levels cannot be enhanced by the low attendance rates in the KCMSD's middle schools. Average attendance for 1992 was 85.3%³ (the 1993 average has not been made available by KCMSD as of this writing). The DMC gathered information from site-based personnel during 1993 which reflects that KCMSD's attendance policies and procedures are not clear. In prior years, most middle schools had an individual who responded to absenteeism issues. These positions were provided by the Juvenile Court System. This school year, the program was eliminated and teachers have had to more or less create their own attendance policies, which include calls/letters to homes and questioning of friends to determine a student's whereabouts; however, there is seldom any follow-up beyond that. Although, one middle school has maintained a Home School Coordinator (an aspect built into their Site-Plan) who deals with absenteeism and related problems, there certainly is not a systematic or comprehensive plan to deal with attendance. Faculty at a majority of the middle schools have complained that efforts at improved attendance have been poor and the attendance office at schools are little more than data-gatherers.

Climate

School climate appears to be a most significant problem in KCMSD's middle schools. Lack of consistent disciplinary policy, a comprehensive security plan, and racial sensitivity have been identified by site-based personnel and patrons as major factors contributing to low school morale and poor instructional climate.

Discipline

Students, faculty, and administration at each middle school within the District, have strongly indicated to DMC members and staff the belief that a more consistent disciplinary policy must be structured and enforced by the District, so that schools can create an environment conducive to learning.

Some faculty report that disciplinary issues are not being handled properly, nor according to the policies set forth in the District Student Code of Conduct Handbook or Student Behavior Handbooks developed by site-based administration. Some staff and students have indicated that reprimands for infractions are not consistent in that one student will be punished for inappropriate behavior, while another is not reprimanded for the same offense. Many teachers have expressed that the message sent to students by inconsistent policies, is that disruptive behavior is acceptable and not worthy of reprimand; thus, students continue to display inappropriate behavior and disrupt without fear of consequences.

Some administrators, on the other hand, indicate that while there are problems with discipline, some teachers need to develop better "classroom management skills." They further explain that teachers excessively rely on sending students to the office, causing administrators to handle classroom problems that should be within the teacher's capability. It is noted that of the 19 schools cited in the MSIP Report for "generally positive school discipline and good order," none were middle schools. (It is noted that Lincoln College Preparatory was positively cited; however, due to its unique characteristic as a 6th through 12th grade program it has not been considered a "middle school" for purposes of this report.) Conversely, of the 16 schools cited as "generally having poor school discipline and substantial disruptive behavior," five were middle schools.⁴ Additionally, AFT (American Federation of Teachers) representatives have brought the issue of discipline, particularly at the middle school level, before the DMC on several occasions this year. The AFT's repeated concerns, coupled with site-based anecdotal information and the MSIP report, leave little question that discipline continues to threaten the instructional climate of the middle schools. It is clear that some intervention is required from KCMSD in terms of solidifying a disciplinary policy and training teachers to better handle discipline within their classrooms.

KCMSD repeatedly asserts that it faces problems similar to other large urban school districts. There is no dispute that KCMSD's schools are a reflection of the larger

society, however, other large urban school districts have not had access to one billion dollars for 36,000 students and eight years to devote to school reforms and innovations.

Many faculty members at KCMSD's middle schools reported that the District has applied pressure on school administrators to not suspend students. The District has denied this accusation, but admits that it does encourage school administrators to find alternative methods to deal with problem students, other than suspension. KCMSD has not demonstrated that site-based personnel have been given any assistance or guidance in crafting or implementing such alternatives.

In the face of increasing documentation and concerns about disciplinary problems in schools, it is somewhat perplexing that KCMSD's suspension rates demonstrate astonishing declines for the first semester of the 1992-93 school year. KCMSD's data for Out of School Suspensions (OSS) have shown a decline for middle schools over the past four years, with a drastic drop in the first semester 1992-93 figures. Nevertheless, middle school rates remain higher than high school rates. Middle school rates on Central Office Suspensions (COS), though, have remained relatively stable over the past four years, with only a slight decrease in the first semester of the 1992-93 school year (from 1.5% to 1.4%), and a more substantial decline for high schools (from 1.5% to 1.0%).⁵

Disputes over fairness in the administration of disciplinary actions by race and gender have also surfaced in interviews with students. Expulsion rates tend to support the view that minorities are disciplined more frequently considering that in 1990-91, 100% of expulsions were minority males and, in 1991-92, 84.6% of all suspensions involved minorities, while 76.9% of suspensions were male.⁶ (Expulsion rates for 1992-93 have not been provided by KCMSD as of this writing.)

Of the total number of OSS for middle schools in the first semester of 1992-93, 80.9% were minority where the average minority population of middle schools was 76.9%.

1993 Middle Schools First Semester Out of School Suspensions for Minorities

SCHOOL*	Total OSS	Minority OSS	% Minority OSS	Minority %
Bingham	110	104	94.6%	87.0%
Central	59	52	88.1%	79.1%
KCMSA	53	40	75.5%	62.4%
King	58	46	79.3%	72.0%
Lincoln	135	110	81.5%	75.6%
Northeast	173	99	57.2%	67.3%
Nowlin	154	110	71.4%	64.1%
Robeson	99	87	87.9%	86.2%
Rogers	52	32	61.5%	65.3%
Southeast	130	126	96.9%	96.5%
Westport	243	218	89.7%	90.7%
TOTALS:	1,266	1,024	80.9%	76.9%

*Lincoln College Preparatory Academy is not included in these figures due to its unique characteristic as a 6 through 12 grade student population.

Source: KCMSD's Analysis of Suspension Data by Race and Gender, Middle School Students, June 17, 1993

Teachers report a number of reasons for class disruptions and disciplinary problems. One of the most commonly cited (besides those reasons based on non-choice placement previously mentioned) is the KCMSD's waiver policy, whereby students can advance from one grade level to the next even if the student has failed his or her classes. At the parents' discretion, KCMSD allows students to advance without acquiring skills necessary for success at the next level. Teachers report that this may contribute to the frustration and boredom displayed by some students and can often result in the common or frequent disruptions noted in disciplinary reports.

Security

When some middle school students were asked in surveys conducted by KCMSD's Evaluation Office if they felt safe at the school, responses indicated that in four of the six schools surveyed, more than half of the respondents did not feel safe in the school.

Student Survey 91-92
"I feel safe at (school)...?"

School	Year	YES	NO
Paul Robeson	'92	47%	54%
Northeast	'91	33%	67%
"	'92	25%	75%
Martin Luther King	'92	30%	70%
Nowlin	'92	55%	45%
Westport	'92	61%	39%
Rogers	'91-92	32%	68%

Source: KCMSD's Formative Evaluation of the Middle Schools, Evaluation Office, 1991-92

With the increase in concern about disciplinary matters mentioned in interviews, staff and students alike believe there is a need for more security guards at the middle school level. However, it is unclear what functions security guards actually have and, if the request for more is only another means of alleviating problems associated with a poor disciplinary policy. In some schools, security guards view their position as only one of securing the building, while others have taken on the responsibility of monitoring student behavior. Furthermore, some faculty have complained that the distribution of security guards is unbalanced and not based on physical size of the building or the number of students in attendance. KCMSD has been unresponsive in developing a comprehensive security plan. In 1992, the DMC declined to take action on the security component of the KCMSD's budget proposals until such a plan was developed.

KCMSD, again in 1993, requested increased security personnel with no comprehensive plan or assessment of the success of existing security operations. On June 17, 1992 the DMC took exception to the use of desegregation dollars for increased security personnel requested in KCMSD's Milliken II budget proposal for FY1993-95.

Human Relations

The KCMSD does not have a fully staffed human relations division, nor an identifiable budget for human relations. Instead, it has placed undue reliance on a Conflict Resolution Program for which no assessment has yet been provided. When one magnet school experienced race and class conflict in 91-92, the KCMSD gave assurances to the DMC that a human relations component was being developed and would be supported by the Superintendent. KCMSD chose to include a human relations component in the LRMP Renewal, but has not come forth with an alternative for a fully staffed human relations element since the Court rejected the Renewal in April of this year; although KCMSD has pursued other programs rejected in the LRMP Renewal. In 1992-93, the DMC saw an increase in the number of complaints by patron and site-based personnel regarding racial issues. Again in 92-93 a magnet school was the subject of public debate due to allegations of disparate treatment of students. Moreover, there was still no indication that KCMSD had any process in place to effectively address student, staff, or community concerns in this regard. Although this issue was initially investigated by the Desegregation Subcommittee, the matter became so sensitive and divisive for students and patrons that the DMC formed a special committee to consider it. The Desegregation Subcommittee had hoped that this magnet school would be encouraged to improve under new leadership in 1993-94 and move beyond its past disturbing experiences; however, the KCMSD has determined that no such change will take place.

Conclusion

Based on the aforementioned, it is glaringly apparent that the KCMSD must form and adhere to a more stringent District and School disciplinary policy; especially at the middle school level. Furthermore, KCMSD should carefully analyze the impact of its waiver policy on academic achievement and desegregative attractiveness. And most importantly, the KCMSD and all involved with the KCMSD must continue to pursue improving the middle schools in a manner which complies with the tenets of the desegregation orders.

Recommendations

The Desegregation Subcommittee has reviewed the recommendations made in last year's Report to the Court and of the seven recommendations, progress has been made only in terms of the development of a transportation plan which incorporates both quality service and cost efficiency. The Subcommittee will therefore repeat the recommendations made last year, as they are even more vital now. Further, an additional recommendation will be made relative to the status of the middle schools.

During the second part of the year, the Education Subcommittee gave its attention to the District's response to the Court's action on the KCMSD's renewal plan.

1. That reliable non-minority retention and withdrawal data be collected and analyzed by the KCMSD to assist in the implementation of procedures to maintain non-minority enrollment.
2. That the KCMSD develop a comprehensive security plan which addresses the needs at the site level, based on bottom-up input, to address the issue of safety at KCMSD facilities.
3. That the KCMSD develop a proactive human relations plan demonstrative of diversity and a commitment to desegregate the KCMSD.
4. That the KCMSD put forth greater efforts to facilitate a cooperative relationship between governmental agencies involved in the capital improvement process.
5. That the KCMSD develop a plan to provide greater oversight of PMT activities and the quality of workmanship in CIP projects.
6. That the KCMSD develop a more comprehensive marketing, recruitment and retention plan to ensure that recruitment goals result in actual continuing non-minority enrollment in the magnet schools.
7. That the KCMSD focus on ensuring that a viable and inclusive restructuring plan with adequate implementation and evaluation components be pursued for the middle schools, with emphasis on improving learning environments and increasing academic achievement levels, while at the same time recognizing the importance of a bottom up process and adhering to the letter and spirit of the court orders.

¹ Letter to Dr. Eugene Eubanks from KCMSD, dated June 2, 1993

² KCMSD January 27, 1993 Student Census Count

³ KCMSD's Schools Profiles, 1991-92

⁴ Kansas City 33 School District Missouri School Improvement Review (MSIP), Page 42, May 17, 1993

⁵ KCMSD's Analysis of Suspension Data by Race and Gender, Middle School Students, June 17, 1993

⁶ KCMSD's Defendant's LRMPR Hearing, Exhibit 32: A Comparison of Magnet and Traditional Suspension Rates

⁶ KCMSD's Middle School Expulsion Report, 1990-91 and 1991-92

EDUCATION SUBCOMMITTEE REPORT TO THE COURT FOR YEAR VIII

The major thrust of the Education Subcommittee's activities in the first part of the 1992-93 monitoring year involved close review of the process by which the District arrived at its proposed LRMP renewal and the actual content of the several components of the plan.

During the second part of the year, the Education Subcommittee gave its attention to the District's response to the Court's action on the KCMSD's renewal plan.

Throughout the year, members of the subcommittee continued conducting visits to schools to gain first-hand knowledge of the realities in the classroom.

RENEWAL PROCESS

At the outset, the instructional division of the KCMSD attempted to generate data on the achievement changes at each school as an aggregate of changes evidenced on a student-by-student basis. In addition, progress in each school's attainment of desegregation goals was recorded. Schools with similar magnet themes could be compared and contrasted with schools with other magnet themes. While the attempt was a reasonable basis for beginning the discussion on renewal, raw results from these compilations had to be adjusted for a number of non-quantifiable factors. Schools had experienced changes in leadership, teaching staff, program, physical plant, location, amount and type of equipment, student body, and educational system, all at different rates and for different lengths of time. This, of course, is only to say that the period of the LRMP's implementation being evaluated was the period of start-up for the magnet programs, the transportation and purchasing systems for this mammoth effort, as well as the period of maximum physical reconstruction of the schools under the court orders.

As a result, progress charts for each magnet school, as calculated from achievement numbers, had to be adjusted for the non-quantifiable variables listed above. In fact, the district chose to give a numerical valence to each adjustment factor, based on the intuition of the members of the evaluation team. Therefore, the evidence presented to the Education Subcommittee included heavily subjective components.

The most successful magnet schools in terms of achievement and desegregation were the 1986-87 elementary magnet clusters; the Southwest cluster, and Swinney-Volker. It's worth noting that certain traditional elementary schools were in the same league of achievement as the successful magnet elementary schools mentioned above. The language magnets have also begun to show increasingly high levels of achievement, as predicted after a period of student involvement in the theme.

The chief ingredient in the success of a school will be a coherent and solidly supported educational plan and instructional delivery system. If the community supporting a school from the principal, the teachers, and the parents can enthusiastically take ownership and control of an educational idea, the school will have traveled a long way down the road to achieving success. Material, methods and teachers, which touch students and make a difference to them in their present lives can effect this in a variety of educational setting and configurations only if the school community understands and participates in them. The key is ownership.

The KCMSD came forward with a wide variety of educational configurations and delivery systems which have had some success elsewhere and could each possibly have a chance of success with some portion of our population here. However, as the Education Subcommittee heard the District's presentations on ownership and implementation, it became clear that the instructional establishment of the KCMSD, while fascinated by the possibilities of these disparate delivery modes, was less clear on how it was to create a climate of acceptance and participation at the school level. While successful innovation requires deep knowledge and commitment on the part of those attempting to implement change, the District was moving in the direction of a top-down approach, imposing yet another set of educational novelties on a system already struggling with implementation of the most ambitious magnet plan in the history of desegregation. The written and oral explanations of specific contents and approaches to staff development and other aspects of implementation were less than satisfactory.

Further, the energy and resources required to implement what amounts to a considerable change in educational emphasis would have drained the present magnet school structures. In several instances the proposals included reduction in the budgets of successful magnet schools to provide resources for new, untried ventures.

The Education Subcommittee could not support the KCMSD's request to "build upon," alter or initiate a number of educational modalities as part of the renewal process.

Again, the Education Subcommittee was interested in the District's pursuing newer models based on a variety of delivery systems; however, the Education Subcommittee hoped for a clearer sense of school level participation in the selection and implementation of the systems devised. The Education Subcommittee was also looking for more clearly developed ideas for implementation of new "themes." The success, or lack of success, of the KCMSD in implementing new magnet themes under the existing LRMP was a key factor in coming to this opinion.

TASK FORCES

The original LRMP included strong provisions for community participation through the mechanism of community task force. Ideally, these were to represent parents, educators, and interested parties from across the district who had interest in working for the establishment and implementation of quality schools.

The results in the real world have been mixed. Previous reports of the Education Subcommittee have mentioned both successes and failures of the system. The open nature of participation exposes a task force to a membership which might be well intentioned but may also allow non-educational factors to surface in the process and agendas pursued may sometimes have little to do with the thrusts of the court orders. Support for, and ownership of the school and its program is necessary for success. Task forces need to grow out of the true community supporting a building and the work of the task forces needs to be taken seriously.

STAFF DEVELOPMENT

Evaluations of the effectiveness of the staff development component of the LRMP conclude that this was one of the aspects of the plan most needing revision. The provisions of the LRMP which mandated required times and compensations could not at the same time mandate uniformly high quality in the delivery of the staff development exercises. Those parts of the program which experienced the widest variations in quality were the ones developed at the school level where the leadership was not up to the task. The District provided staff development component was generally of a higher quality. The latter, however, did not address particular needs of schools or individual teachers. This was especially true for the more experienced and expert teachers, of which there is an abundance in the district.

Another aspect of increasing the level of performance of the teacher corp of the KCMSD is through measures which reward and retain the many excellent teachers in the district, and continue recruitment of the highest quality teachers and administrators available. It is also necessary to help those who wish to retire or who would be more suited to other careers leave the classroom. The maintenance of educational performance at a high enough level to achieve the Court's intentions might well require the implementation of an early retirement plan. The District, in cooperation with the bargaining unit, has begun examining and revising the procedures by which tenured and non-tenured teaching personnel are evaluated and those evaluations acted upon. The Education Subcommittee followed and encouraged the process by which these evaluations and processes could be made more efficient without loss of the due process any employee has a right to expect. The Education Subcommittee strongly recommends that the relevant parties continue pursuit of the goal of making the evaluation and termination process as rational and efficient as possible.

SUSPENSION AND CLIMATE

During this school year, the KCMSD has attempted to address the issue of school climate, behavior and suspension rates. The administration has issued directives to principals that alternative methods need to be found to deal with behavior which disrupts normal teaching-learning activities in the classroom.

The best intention of administrators is to increase the range of responses to disruptive behavior and keep students in a learning environment rather than to separate them and alienate them from schools. The added effect of the decrease-suspension directive is that the statistics on suspension show an improvement in school-educational climate, regardless of what is really happening in the classrooms. Reports made to the Education Subcommittee indicate that teachers perceive an increasingly difficult situation in their classroom, perhaps of lower seriousness than the type incidents reported by the Security personnel, but disruptive to learning nonetheless.

In some cases, this has led to teachers and administrators finding creative approaches to individual behavior problems. In other cases, principals are simply telling teachers to deal with the problems as best they can. The result is that teachers are frequently thrown back on their own resources without adequate support which both compromise the climate of learning, stress teachers to the point of desiring transfer out of the district, and deny the student the opportunity to learn.

The long-term solution is to make the classroom relevant to the life of every child. Intervention programs can do much to increase the success rate with the range of students who have elected to drop out of the system in a variety of ways.

A number of intervention programs in the past at the middle school level have proven to be successful in rapidly raising the preconditions for achievement (attendance, time on task, better classroom climate, a more positive attitude toward the educational enterprise), and academic achievement itself as measured on standardized tests.

The School-Within-A-School program (SWAS) contained many of the components of intervention programs now in effect and is being further proposed by the administration. Small student/teacher ratio, mentoring, and close team teaching are among these components. The externally supported programs now in effect at a few middle schools, as well as the school-based pilot projects along these lines, reinforce the idea that intervention programs make a difference throughout a school and with particular students.

The District's more radical intervention program, "High School Prep," attempts to take students who would be significantly older than their classmates if placed by the usual criteria, and move them rapidly through several grades of achievement in a one- or two-year period. The notion is to take overaged fifth graders, place them in a special

school, High School Prep, and mainstream them after they have achieved at a level appropriate to their age group.

This program has experienced some success in raising both the preconditions to achievement. However, the method of testing at the school has been adjusted to the entering achievement level of the students, and so direct comparisons are ambiguous. High levels of para-educational services such as counseling and home-school coordination have made this type of program relatively expensive. As of this writing, there is insufficient data available to fully evaluate the effectiveness of the program.

The KCMSD needs to continue to assist all teachers in developing attitudes and techniques of classroom management which keep students in the classroom. At the same time finding appropriate delivery systems for students for which traditional schools fail, and placing students whose needs can be met in those programs, needs to be pursued.

EQUIPMENT AND PHYSICAL PLANT

At this point the KCMSD has one of the best equipped and attractive physical plants in which to conduct education in the area. Schools have recently come on line which are state-of-the-art; many are still unpacking and installing equipment purchased under the court orders. However, the attractiveness and abundant equipment of the magnet schools contrasted with the meager situation in the non-magnet elementary schools and those unrenovated "annex" buildings, which have been pressed into service for overflow from the magnet programs, create a system of "haves" and "have nots." The traditional schools and the overflow "annexes" often serve the most vulnerable portion of the District's school population. While many parents elect traditional elementaries as the first choice for their children, many more children are placed there by default.

EFFECTIVE SCHOOLS AND GRANT PROGRAM

The Effective Schools program has been a vehicle for providing all schools, magnet and non-magnet, with resources to support school-based instructional plans. In fact, the Effective Schools program has been one of the few sources by which non-magnet elementaries have been able to keep from falling even further behind in the delivery of their educational program.

The Grant program component of the Effective Schools program completed its first cycle this year. Innovation and creativity were rewarded under the Grant program. However, the point of the court orders is not to reward innovation and creativity per se, but to raise the educational level of children whose chances have been impaired by

segregation. Many of these children still attend school in racial isolation, and with comparatively meager resources.

The grant writing process also causes a drain on the resources of even the most resource-rich schools: resources rich in the sense of having personnel with grant writing experience available. There is a natural aversion to putting in the effort required to develop a "regular" Effective Schools program and also to take the time and put in the energy to write a grant proposal which has only a chance of being accepted.

The overlay of the grant process on top of the "regular" Effective Schools process adds layers of complexity in developing and administering a coherent school instructional program. The educational system of the KCMSD is already quite complex, as has been noted by outside evaluators. It's possible that as many schools approach saturation in the wise expenditure of Effective Schools resources, that the bulk of the funding be turned to support needs of the underfunded non-magnet schools, intervention programs and staff development efforts in their several forms.

PERSONNEL ACTIONS

The Education Subcommittee, in conjunction with the Personnel Subcommittee, was active in reviewing the qualifications and the process of hiring district personnel involved in the desegregation effort. The review was limited to the level of principal and higher.

The Education Subcommittee also monitored the portfolio process for ensuring theme knowledge for all instructional and administrative personnel in magnet schools. The exercise of each person taking stock of where he or she stood with respect to knowledge and commitment to the magnet theme was useful in that it reinforced the idea that the integrity of theme in magnet schools was not to be taken casually. The reality of the types of theme involvement ranged from the deep to the stretched and casual. The exercise also confirmed the flexibility and reasonable approach taken by the Education Subcommittee in reviewing and interpreting the range of academic and extracurricular involvement in magnet themes.

There is, nevertheless, a certain monotony with which successive administrators bump up against and try to get around the idea that magnet school need staffs with some level of commitment to the theme. Even given the range and flexibility with which the DMC deals with theme background, the administration chose to place vice-principals, with no theme background, in magnet schools. Moreover, the administration passed over and removed from magnet schools administrators who had prepared themselves in the theme in favor of individuals who had not. The DMC acted and the Court supported the magnet theme requirement for administrative and teaching personnel at a building.

MIDDLE SCHOOLS

The administration has come forward with a proposal for a pilot program for three middle schools. Under this program, the student body and teachers will be divided into three "houses," each representing a different educational delivery system. This proposal does represent an attempt to address what all observers perceive to be an acute need: the reform of the middle schools. The schools selected varied in their readiness to move ahead with the proposal, and the DMC requested that KCMSD demonstrate a comfortable level of readiness on the part of school administrators, teachers, students, and parents, as well as ensure proper teacher training, student placement, and implementation procedures prior to initiating the reforms. The KCMSD was encouraged by the Education Subcommittee to seek to move ahead where appropriate, although KCMSD chose not to do so. Certainly, however, the effort at improving the middle schools needs to be continued by all involved.

SUMMER SCHOOL

Summer school 1992 was not significantly different from a programmatic view. The distinction between enrichment and remediation was again blurred and desegregative attractiveness of the program lacking. Recruitment, however, was turned over to the Marketing and Recruitment Office. It remains clear that revision of the program is needed. The DMC looks forward to valid improvements in this program which, if properly developed, could assist in improving achievement and attracting non-minority students.

ACADEMIC ACHIEVEMENT

KCMSD's standardized test scores for 1992-93 once again show minimal or no improvement. Even after repeated statements of concern by the DMC in past year-end reports to the Court, the KCMSD continues on a path that fails to adequately address the issue of low academic achievement levels. Although the District has met some incremental success at the elementary level over the past eight years of the desegregation plan, the secondary level scores remain disappointingly low.

The KCMSD's overall performance in reading and math reflects the serious need for attention to academic achievement. All other areas tested follow the same pattern as the results found in reading and math.

KCMSD tested below national norms in every grade level in reading and increases over 1991-92 scores only occurred randomly in grades 6th and 11th; otherwise, scores remained constant or slightly decreased. Comparison of large city norms to KCMSD also provides little positive information considering that KCMSD scores remain higher only until the third grade where they begin to level off and then drop below large city norms from 4th through 12th grade, with the exception of a slight increase in KCMSD's 5th and 8th grade scores.

**1989 - 1993 IOWA TEST OF BASIC SKILLS
K - 12 READING**

GRADE	SCHOOL YEAR					NATIONAL NORM	LARGE CITY NORM
	1989	1990	1991	1992	1993	1993	1993
K	79	79	N/A	N/A	N/A	50	50
1	45	49	49	49	45	50	35
2	40	47	43	47	47	50	36
3	35	38	39	41	41	50	35
4	37	35	37	37	37	50	37
5	39	39	38	41	41	50	36
6	29	30	30	30	34	50	36
7	38	38	36	36	36	50	36
8	40	42	40	40	37	50	36
9	28	33	33	31	31	50	40
10	34	32	33	33	32	50	41
11	33	33	33	33	36	50	42
12	32	31	35	39	35	50	42

Source: 1993 Kansas City, Missouri School District Achievement Test Results, July 27, 1993

KCMSD scored below national norms in most grades tested in math. Only K-3 scores were above national norms; however, there was little improvement from 1992 to 1993 in K-3 scores (K and 1st grade remained constant, 2nd grade dropped 5%, and 3rd grade improved 4%). After 3rd grade, scores begin to drop below national norms. When compared to large city norms, scores begin to drop below that norm at the 6th grade level and continue through the 12th grade.

**1989 - 1993 IOWA TEST OF BASIC SKILLS
K - 12 MATH**

GRADE	SCHOOL YEAR					NATIONAL NORM	LARGE CITY NORM
	1989	1990	1991	1992	1993	1993	1993
K	64	64	64	64	64	50	35
1	59	64	64	64	64	50	35
2	57	61	61	66	61	50	38
3	39	43	47	47	51	50	39
4	43	43	43	47	43	50	40
5	41	41	41	41	45	50	38
6	28	31	31	31	34	50	39
7	34	32	32	32	30	50	39
8	34	38	32	32	30	50	38
9	23	26	26	23	23	50	39
10	35	30	33	33	22	50	42
11	33	34	34	34	34	50	45
12	35	36	36	36	36	50	47

Source: 1993 Kansas City, Missouri School District Achievement Test Results, July 27, 1993

PERSONNEL SUBCOMMITTEE REPORT TO THE COURT FOR YEAR VIII

One of the main ingredients of the desegregation plan is that of personnel. The relatively slow improvements in the rate of academic success and desegregation can in part be attributed to personnel choices made by KCMSD.

Over the past year, the Personnel Subcommittee has reviewed the process of hiring, as well as the qualifications of the appointees, and found no consistency. In some instances, there was a complete absence of a process. The Personnel Subcommittee met with a number of appointees over the past year for administrative positions as well as principalships. While some of the appointees were very qualified for the position they were assuming, others were not. KCMSD continues to resist the staffing approach required by the desegregation plan, i.e. to hire knowledgeable and qualified persons. This was evident in KCMSD's attempt to have assistant and vice-principals placed in schools who had little, if any, theme knowledge, experience, or demonstrated interest in the theme. There continues to be numerous examples of magnet schools where the lack of ability and academic leadership in the theme has delayed the implementation of the program, as well as gains in desegregation and in achievement. As an example, in the past two years, eight of 11 middle schools have experienced principal replacements. In some cases, the principals selected were not theme qualified, a concern which DMC Personnel and Education Committees have diligently pursued.

The frequent turnover and reorganization of Central Office staff further impacts achievement and desegregative attractiveness by resulting in constant change and poor implementation of policies which, in turn, frequently require site-based personnel to stop and start projects as Central Office administrators come and go.

In the past two years (in either a permanent or interim capacity), KCMSD has had three Deputy Superintendents, three Associate Superintendents of Instruction, and two Assistant Superintendents of Instruction, along with numerous other Central Office personnel changes, and in the Summer of 1993, KCMSD proposed its third major reorganization in two years. This is an administration in perpetual motion offering little stability for site-based personnel.

The District also advances the argument that they do a thorough national search for many of these positions, but when the DMC requests documentation from the Human Resources Department, it is found to be deficient.

Overall, it is the opinion of the Personnel Subcommittee that the District has operated in a haphazard manner as it relates to the Human Resources function. The District still needs a top notch Human Resources professional to manage the department and to employ individuals in the department with expertise for specific Human Resources functions. In addition, a more comprehensive recruitment plan needs to be developed by the KCMSD to meet the personnel requirements of the desegregation plan.

VIDT SUBCOMMITTEE REPORT TO THE COURT FOR YEAR VIII

RECOMMENDATIONS

1. That the KCMSD take steps to stabilize able, competent personnel who work most closely with the schools to ensure continuity.
2. That hiring policies and practices be put into place and adhered to in filling all positions to ensure court-ordered requirements are met.
3. That a comprehensive recruitment and retention personnel plan be developed to assist in ensuring that the personnel needs of the KCMSD are met.

The State of Missouri, in response to the Court's order, submitted a VIT plan; however, that plan was not as innovative as the VIDT Committee feels is necessary in order to gain support and success. The subcommittee looks forward to working with the State and all parties with renewed enthusiasm in light of the recent surge of activities with the suburban school districts.

VIDT SUBCOMMITTEE REPORT TO THE COURT FOR YEAR VIII

The VIDT Committee was able this year to improve relations with the suburban school districts. These improved relations allowed meaningful dialogue for the first time. The result was a proposal for what may be the initial step toward the Court's goals for a VIT plan. The VIDT Committee looks forward to the prospect of seeing the plan to fruition.

The Missouri City VIT plan continues to enjoy success. The VIDT Committee this year has worked successfully with the KCMSD to ensure stability of the KCMSD personnel provided as part of that VIT plan. The subcommittee feels that such stability enhances an already successful program.

The State of Missouri, in response to the Court's order, submitted a VIT plan; however, that plan was not as innovative as the VIDT Committee feels is necessary in order to gain support and success. The subcommittee looks forward to working with the State and all parties with renewed enthusiasm in light of the recent surge of activities with the suburban school districts.

BINGHAM

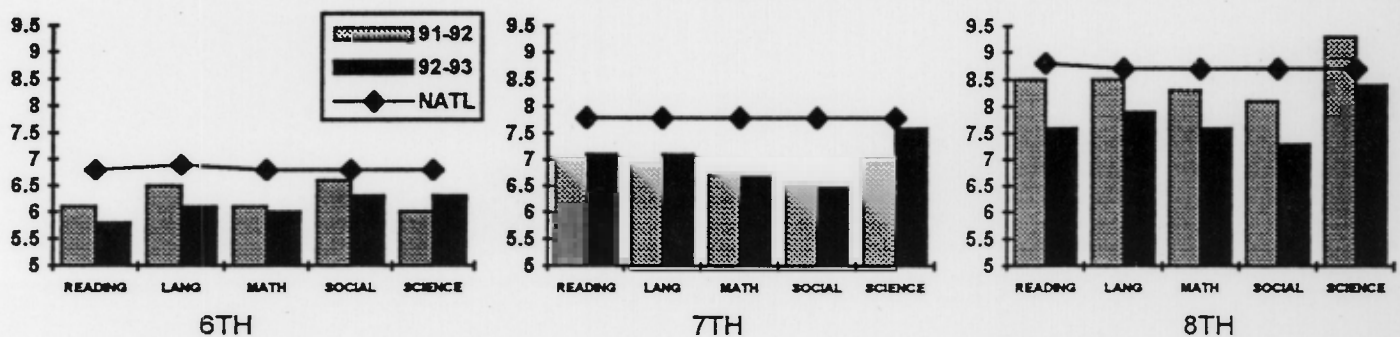
Theme: **Math/Science**
 Enrolled: **664**

Minority %: **91-92** **92-93**
 85.6% 87.0%

Grade Level %: **6th** **7th** **8th** **Special Ed/GT/Other**
 Minority: 88.4% 91.1% 81.5% 84.6%
 Non-Minority: 11.6% 8.9% 18.5% 15.4%

1993 ITBS Scores by Race

GRADE	RACE	READING	MATH
6	Black	5.7	5.8
	White	6.9	6.5
7	Black	7.0	6.6
	White	7.8	7.3
8	Black	7.4	7.5
	White	8.8	8.6

1993 KCMSD/National Totals for ITBS Scores**CENTRAL**

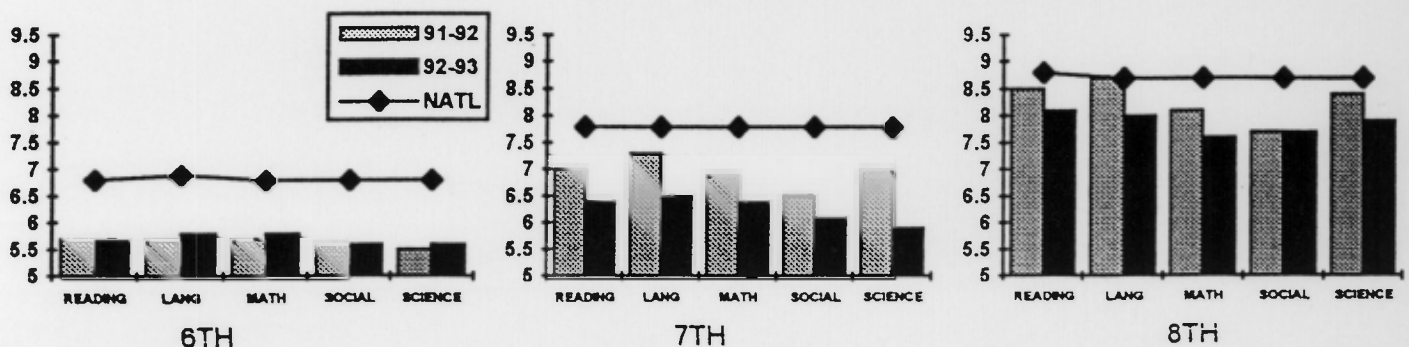
Theme: **Computer/Foreign Language**
 Enrolled: **635**

Minority %: **91-92** **92-93**
 78.1% 79.1%

Grade Level %: **6th** **7th** **8th** **Special Ed/GT/Other**
 Minority: 72.0% 84.1% 79.1% 85.2%
 Non-Minority: 28.0% 15.9% 20.9% 14.8%

1993 ITBS Scores by Race

GRADE	RACE	READING	MATH
6	Black	5.4	5.6
	White	6.2	6.2
7	Black	6.4	6.4
	White	7.2	6.6
8	Black	8.0	7.4
	White	9.7	8.8

1993 KCMSD/National Totals for ITBS Scores

KCMSA

Theme: Visual & Performing Arts
Enrolled: 593

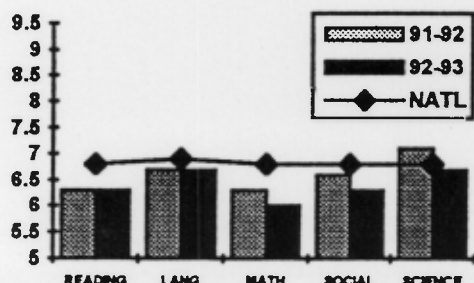
Minority %: 91-92 63.0% 92-93 62.4%

Grade Level %: 6th 61.4% 7th 62.3% 8th 60.8% Special Ed/GT/Other 75.7%
Minority: 61.4% 62.3% 60.8% 75.7%
Non-Minority: 38.6% 37.7% 39.2% 24.3%

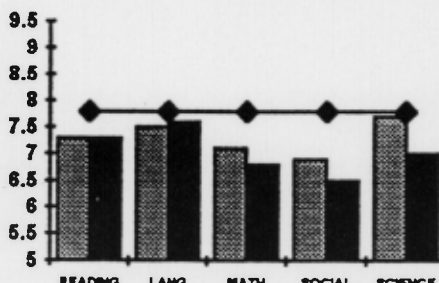
1993 ITBS Scores by Race

GRADE	RACE	READING	MATH
6	Black	5.8	5.8
	White	7.1	6.8
7	Black	6.6	6.5
	White	8.3	7.2
8	Black	7.6	7.2
	White	9.0	8.4

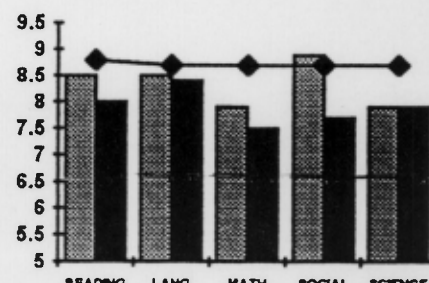
1993 KCMSD/National Totals for ITBS Scores



6TH



7TH



8TH

KING

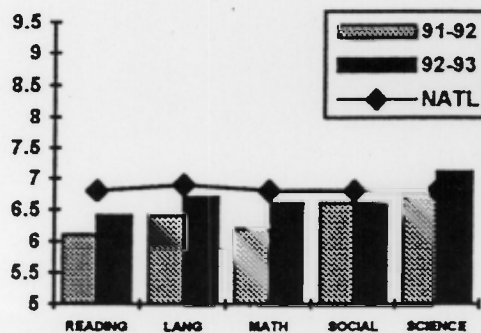
Theme: Latin Grammar
Enrolled: 656

Minority %: 91-92 76.6% 92-93 72.0%

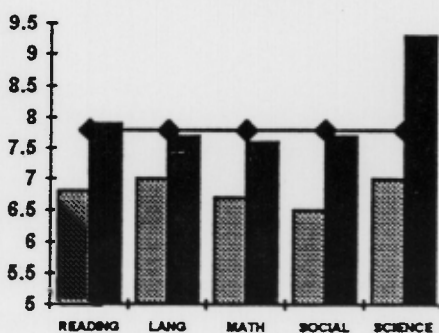
Grade Level %: 6th 65.3% 7th 65.3% 8th 83.5% Special Ed/GT/Other 83.0%
Minority: 65.3% 65.3% 83.5% 83.0%
Non-Minority: 34.7% 34.7% 16.5% 17.0%

1993 ITBS Scores by Race

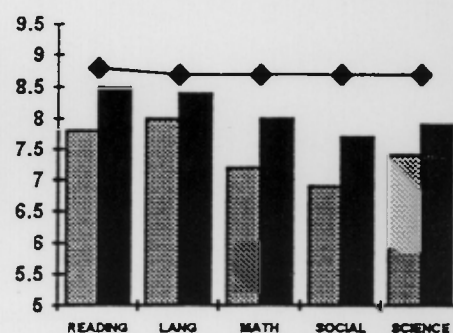
GRADE	RACE	READING	MATH
6	Black	6.1	6.3
	White	7.3	7.2
7	Black	7.3	7.2
	White	8.8	8.3
8	Black	8.3	7.5
	White	10.0	9.2



6TH



7TH



8TH

1993 KCMSD/National Totals for ITBS Scores

LINCOLN

Theme: Math/Science
Enrolled: 688

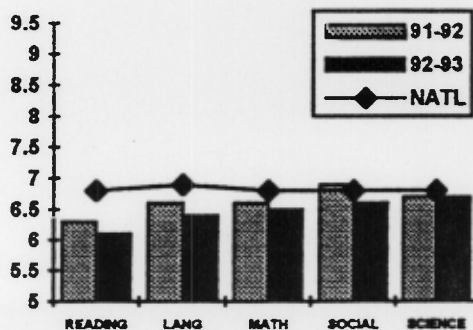
Minority %: 91-92 74.6% 92-93 75.6%

Grade Level %: 6th 70.8% 7th 74.9% 8th 80.2% Special Ed/GT/Other 87.5%
Minority: 29.2% 25.1% 19.8% 12.5%
Non-Minority:

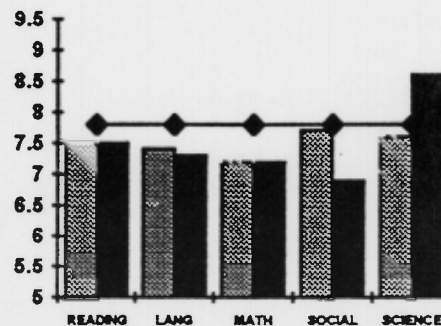
1993 ITBS Scores by Race

GRADE	RACE	READING	MATH
6	Black	5.9	6.2
	White	7.1	7.0
7	Black	7.2	7.0
	White	7.8	7.8
8	Black	7.8	7.8
	White	8.7	8.2

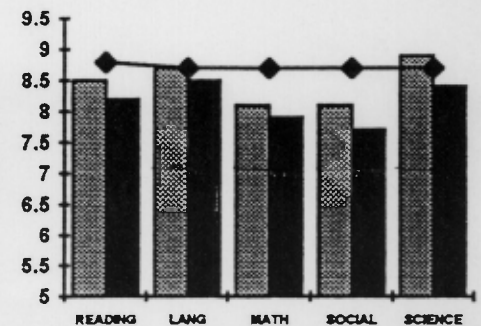
1993 KCMSD/National Totals for ITBS Scores



6TH



7TH



8TH

NORTHEAST

Theme: Global Studies
Enrolled: 899

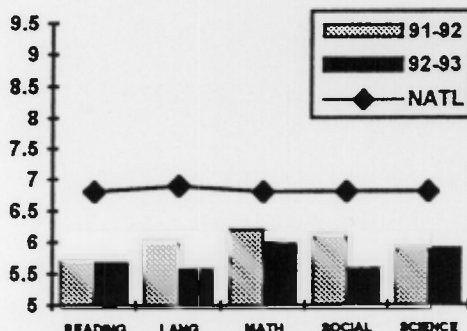
Minority %: 91-92 64.0% 92-93 67.3%

Grade Level %: 6th 65.4% 7th 70.0% 8th 70.5% Special Ed/GT/Other 53.3%
Minority: 34.6% 30.0% 29.5% 46.7%
Non-Minority:

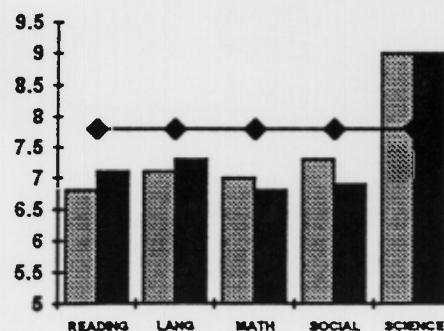
1993 ITBS Scores by Race

GRADE	RACE	READING	MATH
6	Black	5.3	5.7
	White	6.0	6.3
7	Black	7.0	6.5
	White	7.6	7.3
8	Black	7.6	7.2
	White	7.8	7.7

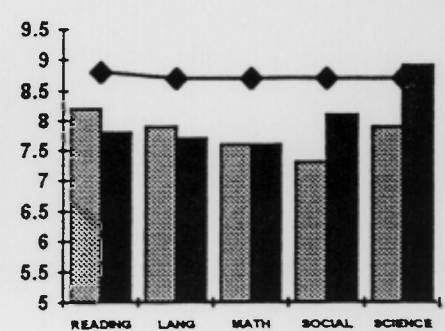
1993 KCMSD/National Totals for ITBS Scores



6TH



7TH
35



8TH

NOWLIN

Theme: **Environmental Studies**
Enrolled: **887**

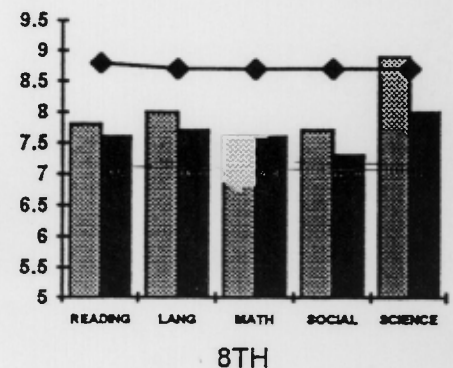
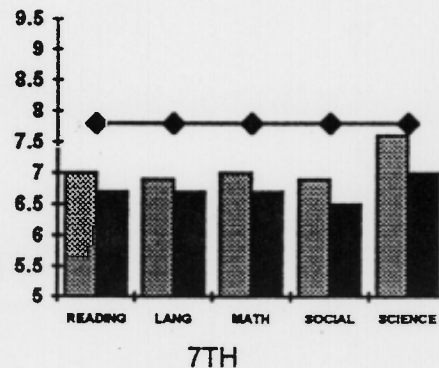
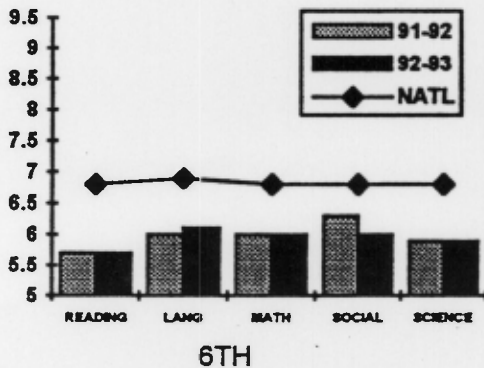
Minority %: **91-92** **92-93**
63.5% **64.1%**

Grade Level %: **6th** **7th** **8th** **Special Ed/GT/Other**
Minority: **60.9%** **66.1%** **64.6%** **68.5%**
Non-Minority: **39.1%** **33.9%** **35.4%** **31.5%**

1993 ITBS Scores by Race

GRADE	RACE	READING	MATH
6	Black	5.6	5.7
	White	6.2	6.3
7	Black	6.4	6.5
	White	7.1	7.2
8	Black	7.3	7.4
	White	8.0	8.0

1993 KCMSD/National Totals for ITBS Scores



ROBESON

Theme: **Classical Greek**
Enrolled: **746**

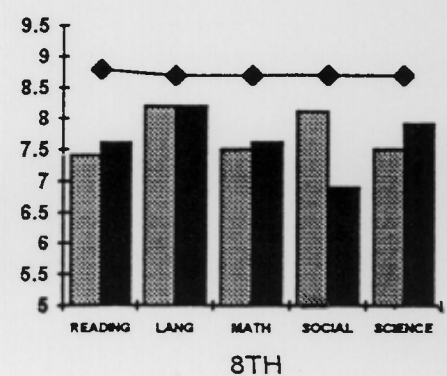
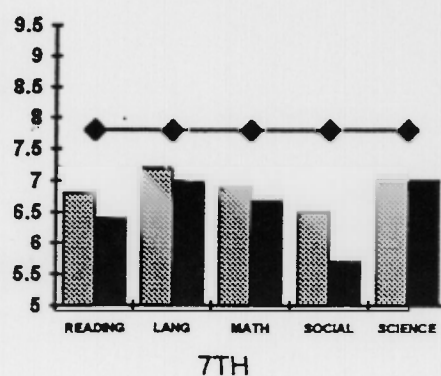
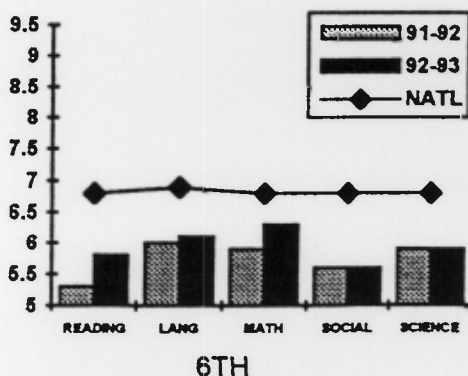
Minority %: **91-92** **92-93**
84.6% **86.2%**

Grade Level %: **6th** **7th** **8th** **Special Ed/GT/Other**
Minority: **83.9%** **90.0%** **89.7%** **67.4%**
Non-Minority: **16.1%** **10.0%** **10.3%** **32.6%**

1993 ITBS Scores by Race

GRADE	RACE	READING	MATH
6	Black	5.8	6.2
	White	6.1	6.4
7	Black	6.4	6.7
	White	7.1	7.3
8	Black	7.6	7.5
	White	7.0	8.2

1993 KCMSD/National Totals for ITBS Scores



ROGERS

Theme: Liberal Arts & Science
Enrolled: 323

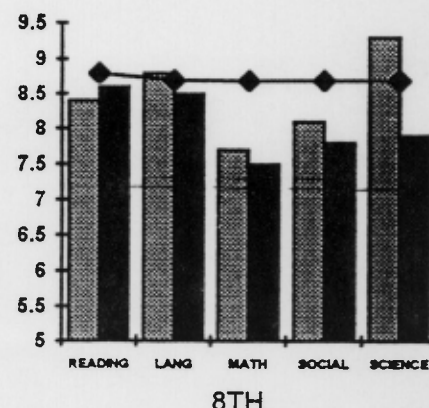
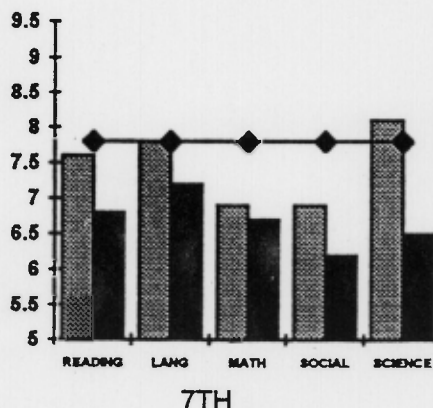
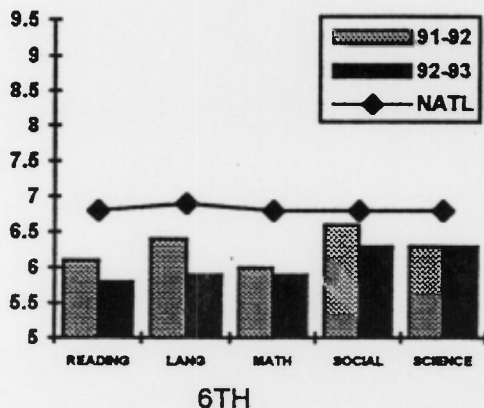
Minority %: 91-92 61.4% 92-93 65.3%

Grade Level %: 6th 61.2% 7th 67.0% 8th 68.9% Special Ed/GT/Other 66.7%
Minority: 38.8% 33.0% 31.1% 33.3%
Non-Minority:

1993 ITBS Scores by Race

GRADE	RACE	READING	MATH
6	Black	5.6	5.6
	White	7.2	6.6
7	Black	6.1	6.2
	White	7.9	7.2
8	Black	8.4	7.3
	White	8.9	7.6

1993 KCMSD/National Totals for ITBS Scores



SOUTHEAST

Theme: Math/Science
Enrolled: 604

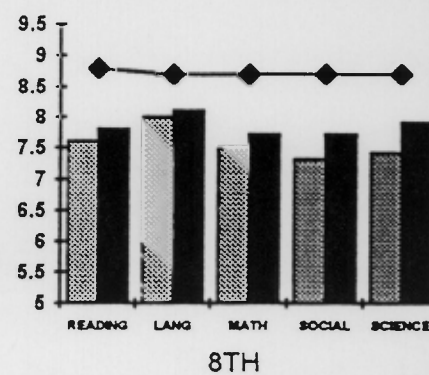
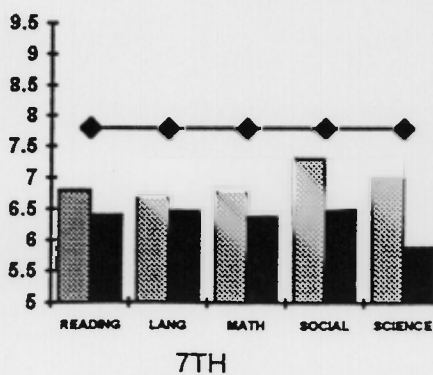
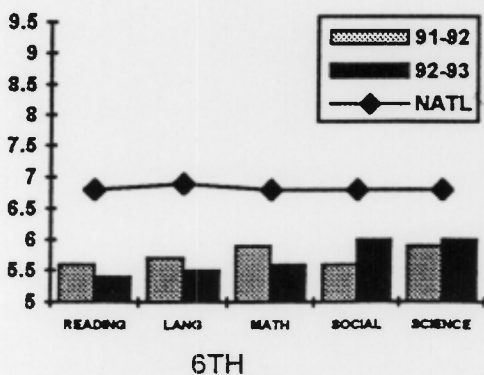
Minority %: 91-92 97.4% 92-93 96.5%

Grade Level %: 6th 95.7% 7th 94.7% 8th 99.5% Special Ed/GT/Other 95.3%
Minority: 4.3% 5.3% .5% 4.7%
Non-Minority:

1993 ITBS Scores by Race

GRADE	RACE	READING	MATH
6	Black	5.3	5.6
	White	6.4	6.0
7	Black	6.4	6.4
	White	6.7	5.8
8	Black	7.8	7.6
	White	—	—

1993 KCMSD/National Totals for ITBS Scores



WESTPORT

APPENDIX B

Theme: **Communications & Writing**
Enrolled: **795**

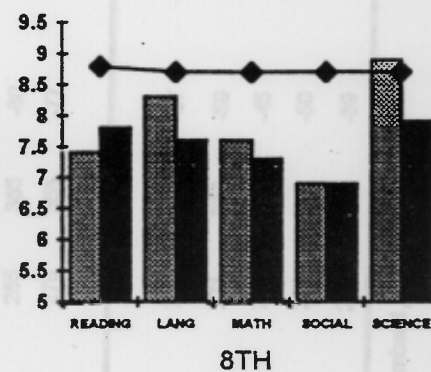
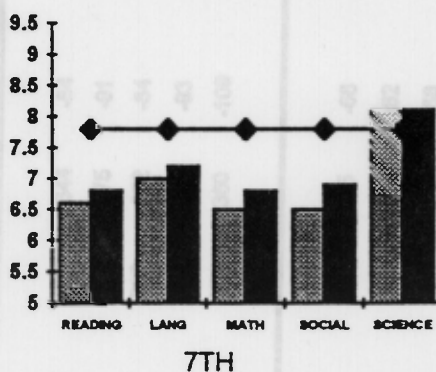
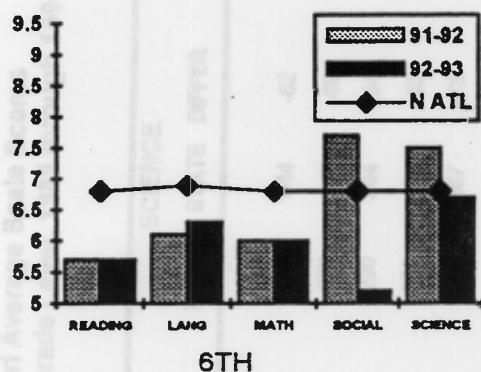
Minority %: **91-92** **92-93**
92.2% **90.7%**

Grade Level %: **6th** **7th** **8th** **Special Ed/GT/Other**
Minority: **90.6%** **92.8%** **91.0%** **80.0%**
Non-Minority: **9.4%** **7.2%** **9.0%** **20.0%**

1993 ITBS Scores by Race

GRADE	RACE	READING	MATH
6	Black	5.6	5.9
	White	6.1	6.2
7	Black	6.8	6.8
	White	6.5	7.2
8	Black	7.7	7.2
	White	7.9	8.1

1993 KCMUSD/National Totals for ITBS Scores



Lincoln College Preparatory not included in data due to its unique characteristic as a 6-12 student population.

¹1993 Student Achievement by School, Grade and Racial/Ethnic Code, KCMUSD, August 9, 1993

KCMUSD January 27, 1993 Student Census Count

KCMUSD School Profiles 1992

1993 Kansas City, Missouri School District Achievement Test Results, July 27, 1993

**Comparison of KCMSD and State of Missouri Average Scale Scores
on Missouri Mastery and Achievement Tests by Grade Level, 1989 through 1993**

GRADE YEAR	READING/LANG ARTS			MATHEMATICS			SCIENCE			SOCIAL STUD./CIVICS		
	KCMSD	STATE	DIFFER	KCMSD	STATE	DIFFER	KCMSD	STATE	DIFFER	KCMSD	STATE	DIFFER
Grade 3												
1989	275	328	-53	275	323	-48	282	344	-62	284	337	-53
1990	267	323	-56	278	330	-52	278	347	-69	282	346	-64
1991	274	321	-47	289	326	-37	290	344	-54	286	338	-50
1992	281	323	-42	289	339	-50	301	364	-63	275	338	-61
1993	277	325	-48	286	341	-55	294	367	-73	272	342	-70
Grade 6												
1989	255	321	-66	264	339	-75	260	344	-84	254	322	-68
1990	244	310	-66	274	355	-81	284	375	-91	267	335	-68
1991	225	296	-71	267	347	-80	268	352	-84	257	330	-73
1992	241	308	-67	274	349	-75	254	347	-93	251	322	-71
1993	240	313	-73	271	365	-94	251	360	-109	248	329	-81
Grade 8												
1989	278	326	-48	269	335	-66	277	345	-68	273	325	-52
1990	282	322	-40	280	346	-66	295	357	-62	275	327	-52
1991	272	318	-46	270	331	-61	271	339	-68	259	315	-56
1992	271	323	-52	264	335	-71	285	365	-80	265	324	-59
1993	266	318	-52	258	343	-85	278	355	-77	257	316	-59
Grade 10												
1989	274	324	-50	270	330	-60	265	322	-57	263	311	-48
1990	288	335	-47	270	327	-57	271	330	-59	271	316	-45
1991	273	313	-40	278	326	-48	282	327	-45	268	302	-34
1992	274	313	-39	291	338	-47	298	348	-50	273	307	-34
1993	266	311	-45	282	329	-47	290	329	-39	265	300	-35

Source: 1993 Kansas City, Missouri School District MMAT Achievement Tests Results, September 1, 1993